

NAVAL MESSAGE

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PRECEDENCE ROUTINE	(ACTION)	RELEASED BY <i>Burke</i>	DRAFTED BY Capt F. W. Vannoy Op-604	EXT. NO. 54105
	(INFO)			

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A. JCS 995685 DTG 092254Z (to all except CINCPACFLT)

1. ALFA. Document forwarded as ref (a) is one of long series of projects assigned by SECDEF. This project is "Prepare a draft memorandum revising the basic national security policies and assumptions, including the assumptions relating to 'counter-force' strikes and the initiation of the use of tactical nuclear weapons."

BRAVO. An earlier draft essentially same as one in ref (a) was sent by SECDEF to JCS for comment. JCS made temporizing reply indicating content in many instances not appropriate to inclusion in BNSP; reserving on Central and Local war definitions; and reserving on comment on partial rewrite of BNSP until all sections available for study.

CHARLIE. Scope of ref (a) crosses into areas covered by other SECDEF projects as follows:

(1) "Prepare a doctrine which, if accepted, would permit controlled response and negotiating pauses in the event of thermonuclear war." JCS agreed desirability achieve capability for flexible response, but took position that four elements not presently available in sufficient degree are necessary preconditions:

(a) Survivable early warning and continental defense system to include civil defense.

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CONTROL NO. <i>20840/BN/1</i>	CIRCUIT NO.	PAGE 1 OF 5 PAGES	TIME OF RECEIPT 1631Z/ 19 MAY 61	DATE TIME GROUP 191635Z MAY 61
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(E) Survivable national political-military command and control system.

(c) Nuclear retaliatory forces survivable during indefinite period of attack.

(d) Other military forces to achieve U. S. objectives and to insure integrity of key areas during negotiating pauses.

(2) "Prepare a detailed study of the entire 'Command and Control System' particularly as it relates to the strategic forces, and submit recommended changes to insure that the system and its equipment will permit duly constituted authority to react to an attack in a deliberate fashion." JCS previously submitted recommendations to provide for surviving political direction, including provision of mobile national emergency command posts. In response to this project JCS sent voluminous report of present status command and control, and actions to improve.

(3) "Develop a statement of quantitative requirements for delivery vehicles for strategic nuclear weapons." This project under study by General Hickey and NESC. Incidentally he too was directed to give consideration to revision of Basic National Security Policy in Part II. Initial report due 1 June.

2. From foregoing, and many other actions and statements, it is clear new administration unequivocally favor controlled response over entire spectrum of war; that they desire to employ military forces with discrimination and flexibility from strike-second posture; and propose recast Basic National Security Policy to achieve this. Much of what is

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191635Z MAY 61

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proposed reflects Navy concepts. Some does not; for example the emphasis placed on counterforce application and the city hostage concept.

3. Controlled response involves forces and command and control facilities with very high degree survivability to surprise attack. We must press strongly toward achievement of invulnerability through mobility. I have no confidence in survival of fixed land systems - no matter how hardened - as technological advances reduce CEP.

We must strive for a mix of systems to provide an assured second-strike capability despite any countermeasures which enemy may develop. We must avoid placing too much reliance on a single system, no matter how attractive it appears. All weapons must be capable of being retargeted, and systems must be compatible with deliberate, selective, and controlled response.

Comprehensive predesignation of succession to command authority - political and military - is of equal importance to the attainment of survivable command and control facilities.

Concept of controlled, deliberate, response is good. We may find it has primary application in hostilities short of general war. In any case, we must be extremely careful that controlled response, or negotiating pause, does not operate to advantage of enemy. Our controlled response must not be predicated upon the assumed enemy action or reaction. Recall Khrushchev told Lippman no value in small tactical weapons. If it comes to war we shall use only the biggest weapons.

4. Some phrases bother me in penultimate paragraph of Part I of reference. One is "relieving selected elements of ready forces from initial attack

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191635Z MAY 61

PAGE 3 OF 5 PAGES

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assignments to permit their retention as uncommitted ready reserve." Forces involved necessarily naval, since they are only forces with high assurance of survival. An "uncommitted ready reserve" may not receive priority budget treatment, however desirable it may be.

Another troubling point is emphasis on exclusion from initial attack of any targets other than pure military targets. This is certainly counterforce. We will hit those enemy forces whose position we know, but must not build forces to go after targets whose position (and existence) is not known.

5. Some comments on questions posed Para 4, Part I of reference:

a. Feasibility in near term to provide wider latitude of options for response to TN emergencies depends primarily upon ability to achieve controlled response which is dependent upon command and survivability as discussed in para 1 CHARLIE above. We have and can implement capability for preplanning to exclude specified geographic areas from attack. We can also draw plans to exclude certain types of fixed targets from initial attack, depending on surviving forces and command and control facilities.

b. Plans should be complete and included in 63 SIOP.

c. Additional possible measures in near term center around CVAs similar to previous CVA augmentation. These could be designated uncommitted ready reserve. Elements of FIRST Fleet which are not in SIOP qualify. Delay CVA conversions to CVS.

d. In long term attainment program objectives for 45 SSBN will provide maximum increase response options. Carrier and aircraft procurement programs essential. Sea-basing other missile systems may prove fruitful.

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6. Looking forward to your reply to reference a. SCP-2

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ORIGINATOR Cop-60 191635Z MAY 61 PAGE 5 OF 5 PAGES

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